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ABSTRACT

This document presents a study of the organizational, financial, and physical implications of developing a program for "new market" students at the University of Wisconsin. New market students are generally older people who want educational programs and policies relating directly and concretely to their work, leisure, and human relationships. They want credit for prior experience gained outside a formal school setting; they want programs in their communities, scheduled flexibly to accommodate family responsibilities; and they want individualized plans of study involving extensive practical experience. After the introduction and definition of new market students, this document presents general recommendations of the President's Committee on new market students, required resources to initiate programs for new market students, organizational options, and proposed implementation. A selected bibliography is also included. The appendices contain surveys conducted concerning new market students, organizational options for serving new market students, and possible consortium members for new market programs. (Author/PG)

ED 087310

REPORT FROM
THE PRESIDENTIAL COMMITTEE
ON NEW MARKET STUDENTS

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UNIVERSITY OF WISCONSIN SYSTEM

JANUARY 1973

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REPORT FROM THE

PRESIDENTIAL COMMITTEE ON NEW MARKET STUDENTS

UNIVERSITY OF WISCONSIN SYSTEM

JANUARY 1973

COMMITTEE MEMBERS

Richard H. Davis	(Chairman) Dean, School of Education, University of Wisconsin-Milwaukee
Mary Ann Burns	Professor of Classics, University of Wisconsin-Milwaukee
Warren D. Exo	Assistant Vice President for Facilities Planning, Central Administration, University of Wisconsin System, Madison, Wisconsin
Lorraine T. Fowler	Housewife, Milwaukee, Wisconsin
F. Marvin Hannah	Director, Northcott Neighborhood House, Milwaukee, Wisconsin
John Makowski	Assistant Director of Operations, Milwaukee Area Technical College (VTAE District 9)
Joseph Matar	Associate Provost, Marquette University, Milwaukee, Wisconsin
James Mueller	Director, Adult Basic Education, Council for the Spanish Speaking, Milwaukee, Wisconsin
W. George Patten	Director, Tutorial Center, University of Wisconsin-Whitewater
Dallas O. Peterson	Associate Vice President for Academic Affairs, Central Administration, University of Wisconsin System, Madison, Wisconsin
Glen C. Pulver	Dean, Economic and Environmental Development, University of Wisconsin Extension, Madison, Wisconsin
Ernest Spaights	Assistant Chancellor, University of Wisconsin-Milwaukee
Edward M. Spicer	Program Director, Academic Affairs, Central Administration, University of Wisconsin System, Madison, Wisconsin
Edward M. Stodola	Program Coordinator, Student Affairs, University of Wisconsin Center-Waukesha
John M. Valeske	Director, Summer Sessions, University of Wisconsin-Parkside
Lee Wilcox	Director of Admissions, University of Wisconsin-Madison

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INTRODUCTION

In January, 1972 the University released, through the Vice President's office, a statement entitled "Program Directions for the University of Wisconsin in the Milwaukee Metropolitan Area." The statement, drawing upon observations made by the firm of Caudill, Rawlett, and Scott (CRS), called attention to a group of potential "New Market" students whose educational needs are not clearly being met. CRS concluded that this New Market group of students would require a new kind of higher education opportunity. The statement recommended that the President appoint a University committee to study the organizational, financial, and physical implications and develop a proposed program for these New Market students.[1]

President John Weaver appointed the New Market Committee in March, 1972. Originally, the Committee membership was composed of individuals within the UW System and included representatives from units in the Milwaukee area, those in the southeast area of the State and representatives from Central Administration.

The Committee was charged by the President with four overall responsibilities. First, the Committee was to define and delimit the scope of potential New Market students, including their educational needs, past experiences, cultural backgrounds and aspirations. Second, it was to determine the ability or inability of existing post-secondary institutions and systems to serve this New Market, considering such factors as institutional locations,

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[1] Appendix A.

resources and goals. Third, the Committee was to design a comprehensive educational plan responsive to identified needs and dealing with both program and institutional structures. Finally, the Committee was asked to recommend a plan for implementation.[2]

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[2]Appendix B.

DEFINITION OF NEW MARKET STUDENTS

The Committee's first task was to define the New Market student. From its analysis of census data, information prepared by CRS for the Committee and data generated by the Committee itself, it has concluded that there is indeed a potential New Market, composed primarily of minority group persons, housewives, veterans, blue collar workers, elderly and retired persons, and college and high school dropouts. Though some of these persons are in the 18-25 year age range, the great majority are over 25, and consequently, will require a variety of new learning options, rather than the mere extension of existing programs designed with younger students in mind.

There are many young people (18-25) whose educational needs are currently not being met by existing institutions. The CRS report indicates that for the Milwaukee Standard Metropolitan Statistical Area (SMSA), there is a potential New Market of approximately 200 minority students per year, in the 18 year old range, who are presently graduating from high school but not attending college. Recent figures indicate that the percentage of high school graduates going to college is diminishing significantly, indicating that a growing number of people are not finding existing programs in higher education appropriate for their needs. Additionally, the Department of Public Instruction indicates a high school dropout rate of 5.3 percent per year, or approximately 3,000 students, in the SMSA, and 7.4 percent in Milwaukee.

Moreover, it is reported that of 3,313 1970 high school graduates who were successfully followed up by the Milwaukee Public Schools, 23.0 percent were

attending local colleges and universities, 12.0 percent were attending State colleges and universities, 2.5 percent were attending out-of-state colleges and universities, and 15.1 percent were attending non-college training institutions or schools. That leaves 43.9 percent of the respondents to the survey who have high school diplomas but who have not chosen to enroll in a college or university. One can safely presume that the 4,608 graduates who did not respond to the survey questionnaire are at least similarly divided, and one might venture an assumption that the non-respondents are probably more heavily concentrated in the non-higher education group.[3]

In the Milwaukee SMSA, while over half of the adults over 25 have completed high school and some college, only 11 percent have completed a full four-year program, and in the 25-34 year age range (the period of peak career development), only six percent are enrolled in any educational institution. From now until 1980, the 25-34 year age bracket will be the fastest growing population component in the SMSA; after 1980, the 35-44 year bracket will take the lead. If only an additional one percent of adults over 25 with at least a high school diploma decided to continue their education at the baccalaureate level, this would mean approximately 3,400 new students per year could be enrolled in a post-secondary educational program at the present time.

A telephone survey conducted during the summer and fall of 1972 indicated that adults favor evening and weekend programs leading to a baccalaureate

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[3]Thurner, A.W. Summary Followup of Senior High School Graduate Classes for January, 1970, June, 1970 and Summer School 1970. Department of Guidance Services, Milwaukee Public Schools, December 31, 1970.

degree.[4] A survey of 700 adult students presently enrolled at UWM revealed that most are enrolled on a part-time basis, and are working toward baccalaureate or advanced degrees. A substantial majority expressed a preference for late hour classes.[5]

Of eligible veterans, only 29 percent in the SMSA presently take advantage of their education benefits under the G.I. Bill; this percentage places Wisconsin 38th in the nation.

Of 189 randomly selected housewives who were interviewed on the telephone, 74 percent indicated they had a high school diploma. Over three-fourths of the high school graduates had not attended college, although 45 percent indicated a desire to do so. Only ten percent of those interested in college knew anything about procedures and programs at UWM, but a full 91 percent desired college-level courses relating to the development of interpersonal relationships, leisure time pursuits, and improved work skills.[6]

Statements made in response to questionnaires, and statements of those who telephoned, as well as letters from prospective New Market students, indicate best what the New Market student wants:

> --Credit could be given for any formal education or technical education not given at the University, for these still constitute learning at a higher level which prepares one for a well adjusted life of work and recreation, and this in my estimation should be what a university is all about.

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[4]Appendix C, Part I

[5]Appendix D.

[6]Appendix C, Part II

--Although my course in journalism was very practical, I could have used on-the-job experience. As far as I can see, this lack of "experience" has kept me from jobs I want. While in school full time I also had a family to care for and I found it practically impossible to work on the school newspaper, etc. for no pay, long hours, etc. I think if work on the school newspaper, a suburban weekly was offered for credit I could have gotten practical experience. The way it was there weren't enough hours in each day to attend class, study, and keep track of my family. I still believe college classes are too far removed from life as it is. I encourage anything that would give practical experience. Of all my activities last year, my work as a volunteer aide with an emotionally disturbed girl (for PPS) taught me the most--and wouldn't you know it--it was for no credit.

--The sooner the University gets over the idea that the only way you learn is through sitting in a structured atmosphere, the sooner everyone will get on with the job of learning.

--I would like the opportunity to test out in areas I have learned through experience, private study and non-credit courses.

--To date my credentials show an associate degree in applied science with approximately 168 credits from various schools in a wide variety of subject matter. I have been pursuing these credits for some 14 years.

In short, New Market students are generally older people who want educational programs and policies relating directly and concretely to their work, leisure, and human relationships. They want credit for prior experience gained outside a formal school setting; they want programs in their communities, scheduled flexibly to accommodate family responsibilities; they want individualized plans of study involving extensive practical experience.

COMMITTEE PROCESS

President Weaver had indicated when he formed the Committee that the University of Wisconsin had no intention of unilaterally attempting to serve the educational needs of New Market students; therefore, the Committee, which started on a UW System-wide basis, was expanded in mid-summer to include representatives from other post-secondary institutions. One member was added from Marquette University, in order to represent SMSA private colleges and universities, and one member was added from the Milwaukee Area Technical College (VTAE District 9).

The Committee began its process of studying the New Market with a number of public hearings designed to elicit information from potential students about their educational needs and about how effectively these needs have been met by existing institutions. The hearings were conducted in a variety of locations, including a church, community centers, and a shopping center. Some were held in the afternoons, others in the evenings, and one on the weekend to reach the broadest spectrum of concerned persons. After these hearings three people from the community at large were added as members of the Committee: a housewife, a person from the north side inner city, and a person from the south side. The community representatives, as persons not associated with educational institutions, provided the Committee with significant inputs relating to both the analysis of the problem and proposed solutions.

In addition to consulting directly with the potential New Market students themselves, the Committee has explored a number of alternatives being tried

in other states, notably Empire State College, California's Thousand-Mile Campus, and Minnesota Metropolitan State College, and has made use of the Carnegie Commission Report on Higher Education, the Carnegie Commission Report on Non-Traditional Education, and the Kellogg Foundation Report on Lifelong Education.

In formulating its general recommendations, the Committee has been mindful of the issues involved in designing responses to the educational needs of New Market students. Some particularly forceful considerations were expressed by John Valentine, Executive Secretary of the Commission on Non-Traditional Study, when he stated that the extent to which colleges and universities change to provide diversified learning options for students who heretofore have had no satisfactory options will determine how large the role of those institutions will be, and conversely, "how small or large a role will be played by the alternative sponsors of post-secondary education which are no longer waiting neatly in the wings, but are already crowding onto the stage."[7]

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[7] College Board Review. No. 85 (Fall), College Entrance Examination Board. New York, 1972, pp. 2-16. (Five articles on non-traditional educational concepts.)

GENERAL RECOMMENDATIONS

The Committee, after evaluating the implications of its research into New Market students, decided to recommend to President Weaver the creation of a new unit within the UW System, a "college without a campus" designed specifically to meet the unique needs of neglected urban students. This college would award a Regents' B.A. in General Urban Studies; it would cooperate with existing metropolitan educational institutions in a consortium operated under its aegis for the benefit of New Market students, and would utilize community resource persons as instructional staff rather than maintaining a large standing faculty.

During its deliberation, the Committee made two important statements dealing with competition with existing institutions and duplication of current programs and institutional forms.

1. Competition. It is recognized that some people who come within the definition of "New Market students" are now being served in existing post-secondary programs in the Milwaukee area. The New Market Committee takes the position that competition with existing post-secondary educational institutions in the metropolitan Milwaukee area should be avoided. This non-competitive policy has two implications. First, students who now constitute the "sure market" of existing institutions should continue to be served by programs at those existing institutions in the Milwaukee area. These students are not defined as New Market students but as students who normally would enroll at one of the colleges or universities in the area. Second, some individuals who would qualify

as New Market students, but who desire traditional educational programs, should be encouraged to seek admission to those colleges or universities offering traditional degree programs, if the students can be accommodated.

2. Duplication. The New Market Committee takes the position that wherever possible duplication of programs should be avoided. When a New Market student desires a traditional program offered by an existing institution, that program should be encouraged to serve those students and the New Market Unit (NMU) would not duplicate existing programs in the area. Also, a New Market student enrolled in the NMU should be encouraged to take advantage of curricular offerings at existing post-secondary institutions through the Consortium, if this can be arranged.

Linkage Role

In order to implement the recommendations dealing with competition and duplication, the Committee is specifying a linking role for the New Market Unit, and proposes that a Consortium be established, administered by the NMU, to maintain continual communication between existing post-secondary institutions and programs for New Market students.[8]

The Committee recommends that the New Market Unit serve a major role in the metropolitan community by linking individuals with appropriate programs offered by post-secondary private and public institutions which would form the Consortium. First, the Unit, through its own activities, will be in touch with numerous individuals, some of whom can best be served by other

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[8] Appendix E.

institutions. The linkage role envisioned here is more than referral, since it will include developing ongoing relationships with Consortium institutions and a strong follow-up component through which the NMU will assume responsibility for putting individuals in contact with institutions which can best serve their needs, and for ensuring that they are enrolled successfully. The second linkage role for the NMU is that as it enrolls its own New Market students it will link these students up with appropriate educational experiences in Consortium institutions. That is, New Market students will be encouraged as part of their NMU program to take advantage of program offerings in various post-secondary institutions; the Consortium is the mechanism organized to achieve that goal.

Consortium members will also provide two-way communications, offering advice to the New Market Unit, and keeping staff at area institutions informed of the programs under development for New Market students.

Some Principles

A number of positive principles have emerged as guidelines for designing such a program to serve New Market students. In general, all programs of study should be open to students on either a credit or non-credit basis, with credits accumulated toward a baccalaureate degree at the student's option. That is, the student will play a major role in designing his or her program and determining which activities he or she wishes to be counted toward completion of the baccalaureate degree requirement.

Degree credit should be granted for a wide range of prior educational life experiences outside a formal school setting which are relevant and appropriate to the student's program, such as travel, community involvement, Peace Corps services, paraprofessional work, armed forces training, certain leisure activities. Also appropriate recognition relating to completion of degree requirements should be given for all prior study undertaken by New Market students, whether taken on a credit or non-credit basis, even when a number of different institutions and on-the-job training are involved.

Essential to the success of non-traditional programs are special counseling and advising programs and other supporting services geared to the unique needs of New Market students. It may be necessary, for instance, to provide continuing counseling in students' neighborhoods and local learning centers. A special need of adult students is for day care services to be available, at all times when instruction is being offered.

A program designed to meet the needs of New Market students will offer instruction and opportunities for advising and counseling at times and places appropriate to older students' life styles. Full use should be made of home study for credit, including televised sequences, programmed learning, radio and cassette instruction, and independent study. Regular instruction, in small groups perhaps, should be offered in students' neighborhoods and in their places of employment. Students should be encouraged to make full use of educational offerings in existing post-secondary campuses in the Milwaukee area. The recommended Consortium will facilitate students' utilization of present offerings at existing institutions.

Students should be able to satisfy all degree requirements by engaging in educational activities exclusively after 6:00 p.m., or on weekends, or during the daytime. Minicourses, offering concentrated study in specific areas, should be available frequently in all subject areas. The academic calendar should be designed to accord with the needs and life patterns of New Market students; for example, examinations should not be scheduled in the pre-Christmas period when family responsibilities are demanding. In short, students should be able to design their individual programs using any combination of times and locations.

THE REGENTS' DEGREE IN GENERAL URBAN STUDIES

The Committee's principles relating to providing time free/space free education for New Market students make it apparent that the needs of these students are quite diverse. Some, particularly those from minority groups, are interested in meaningful careers and vocations, while others clearly are not. Some New Market students, for instance housepersons, are more interested in cultivating human understandings and skills which will improve their ability to engage in fulfilling relationships with other people, or to cope with the demands of city life in general. Still others, like the elderly, are chiefly interested in programs which will enable them to find satisfying ways of utilizing leisure time, and of helping others do so.

The goal toward which the General Urban Studies degree should aim is to help students develop their capacity to lead fulfilling, integrated lives. In programmatic terms, this means helping individual students develop their interests and capacities in the three areas of work, human relationships, and leisure, and helping them integrate those three components into a balanced whole.

Each student will come into the General Urban Studies program with a stronger interest in one or another of the three areas, and when fully developed the program should offer a full range of educational activities in all three areas.

Universities have always advocated the necessity for individuals to engage in meaningful work, not only for utilitarian reasons, but for purposes of individual fulfillment. For New Market students, the program should offer

education for new careers and vocations related to community needs, such as preparing adult basic education teachers, day care educators, and community health workers. These programs should reflect awareness of certification requirements which may be enacted for new careers.

Achieving positive and fulfilling relationships with family, friends, co-workers, neighbors, and the community is a vital component of an integrated productive adult life, and many New Market students will focus upon this area as their chief interest. The University ought to intervene in helping students develop these abilities, just as it helps them develop work-related skills and insights.

Finally, the General Urban Studies degree program should provide educational activities leading to development of the capacity to engage in a range of satisfying leisure activities as ends in themselves, the third vital component of an integrated adult life. Though more and more leisure time is becoming available to working people in our society, people are confused or frightened by leisure, and are not able to use it productively. Universities have a responsibility, not only in terms of individual development, but also in terms of social and economic imperatives, to help students develop the capacity to experience leisure positively. Educational activities relating to leisure would include individual self-development activities relating to physical, creative, and cultural growth, as well as designing and implementing community programs relating to political, recreational, and cultural interests.

Whatever a student selects as his/her primary area of interest, the General Urban Studies program should also provide a related, broadly-conceived interdisciplinary set of educational activities which will extend the student's breadth of vision, and furnish the student with some insights and skills related to various liberal arts disciplines. This component of the General Urban Studies program, like all others, should be conceived in accordance with the educational principles set out by the New Market Committee. It should be designed in such a way that it directly addresses the needs and interests of individual students, rather than attempting to provide a uniform, comprehensive curriculum from which students must try to extract what they can use. In other words, there should be no set of general liberal arts studies which every student experiences. Rather, a student focusing upon leisure, for example, should be helped to put together with teachers from the Consortium a set of historical, psychological, sociological, anthropological, cultural, and other studies which are particularly relevant to his/her involvement in leisure studies.

Finally, the entire program of career, human relationships, leisure, and general liberal studies should be strongly grounded primarily in direct experience, as distinguished from classroom experience. Since the college will not have a campus, the tendency to conceptualize a curriculum chiefly in terms of fragmented courses and credits can perhaps more easily be avoided. Every student, whatever his/her area of interest, will be helped to pursue that study through significant direct involvement in the community. This means that instead of delivering instruction exclusively

through formal courses designed to meet the instructor's convenience, new ways will be found to make the subject matter available in a form which relates to the student's experiential activities.

The framework for the Regents' bachelor's degree is comprehensive as well as flexible. Some of the activities which can be accommodated within this framework include: degree credit for on-the-job training and field work related to the student's degree program; credit courses related to problems of small businesses and community organizations; a program of advanced techniques to teach English as a second language; a program preparing people to design, implement, and operate high quality educational day care centers; a program preparing educators skilled in adult basic education; a program preparing specialists in the utilization of leisure time. This listing is far from exhaustive but all program activities, whether leading to a degree or not, will be developed within the framework of the bachelor's degree in general urban studies, which places emphasis on how New Market students cope with contemporary urban life. The New Market program ought to meet whatever educational needs are common to adults living in a rapidly changing urban environment.

INSTRUCTIONAL PROCESS

A student interested in pursuing the bachelor's degree will present evidence of all prior work and self-learning with representative examples in any media related to his/her self-directed learning activities. The student portfolios will be reviewed by advisors who will serve as full-time staff members. These advisors will develop a baccalaureate degree contract with each student who wishes to seek a degree, and an appropriate program for each student who chooses not to seek the baccalaureate degree. The degree contract could be subdivided into a number of particular activities including attending a course at one of the area colleges or universities or engaging in study on his/her own, as well as meeting with groups of other New Market students in local learning centers with an instructor having skills related to a particular learning experience. The advisor will work with the student for a period of time, perhaps six weeks, in developing a degree contract, exploring with the student his/her interests in the areas of work, human relationships, and leisure, and designing with the student his/her program of study accordingly.

The advisors, sharing responsibility equally with the students, will identify individuals within the community who might serve in an ad hoc tutorial or "mentor" role with the New Market students, providing instruction in areas in which the Consortium institutions cannot fully meet student needs. For example, a student who is interested in becoming a day care educator might work with a number of professionals in that field from the community, as well as attending appropriate courses at existing institutions.

Individuals from Milwaukee or elsewhere who serve as mentors for the New Market students will be reimbursed for their instructional services on an individual basis. The full-time academic advisors who counsel with the students extensively will work with a small number of students, approximately ten, at the stage of designing degree contracts. After a student's degree contract is designed, he/she will continue on his/her own, meeting at frequent and regular intervals with his/her mentors and his/her advisor.

The actual number of students pursuing degree contracts may vary according to economic factors, manpower needs, interests, and other variables. This fluctuation will result in different groups of students seeking to enroll in the New Market program at one time or another. These fluctuations influence such matters as tenure. In order to keep the New Market Unit responsive to new student needs, it is suggested that the University develop renewable, three to five year contracts for the full-time academic advisors who would in a conventional situation have tenure. These contracts would be renewed after a thorough and positive evaluation. Instructional mentors would have neither tenure nor long-term contracts; they would be paid on an ad hoc basis.

REQUIRED RESOURCES

The Committee has adopted a number of positions related to resources necessary to serve the New Market student. First, it believes that there ought to be no discrimination in instructional costs to students based upon whether they enroll on a part-time or full-time basis; the same principle holds for student financial aid. Second, a newly conceived financial aids program is needed to help New Market students who sometimes already carry heavy financial burdens. There should be no discrimination in aids against New Market students because they are adults. New Market students should become a high priority for state aid through programs operated by the Wisconsin Higher Education Aids Board. Some educational costs, such as tuition, should be deferred until after the student graduates, and then paid on an income-contingent basis.

Students enrolled in the NMU will pay a fixed tuition fee to the NMU, regardless of which Consortium institutions may provide individual students with instruction. Payment to Consortium institutions will be made for students by the NMU. Students may come to the NMU for advising at no cost; they may also be examined to determine credit for prior life experiences at no cost. Tuition charges will begin only when a student is placed within the mentoring (instructional) structure.

In order to make reasonable estimates about the overall cost of the recommended New Market program, specific details of instruction, examination and certification components of the program must be spelled out and the resources required to perform these functions must be indicated. It is likely,

however, that the initial cost will be as high as, or higher than, conventional programs because establishing the proposed program elements will involve considerable initial investment.

The initial investment for program development will be offset to a significant degree by the Committee's recommendation that the New Market Unit operate as a college without a campus. That is, no permanent physical facilities, representing significant capital expenditures should be considered for this Unit. Rather, existing space in the metropolitan community could be utilized to accommodate both the administrative and program components of the New Market program.

The Committee believes that the resources allocated to the NMU for the 1973-75 biennium should be $500,000 for the first year, and an additional $1,000,000 for the second year (a total of $2,000,000 for the biennium). The initial $500,000 will enable the NMU programs to become operational during the first year of the biennium for 200-300 students.

ORGANIZATIONAL OPTIONS

The organizational pattern of the New Market Unit, or where it will fit in the present system of higher education in Wisconsin, has been of considerable interest to the Committee and others. The Committee considered seven options.[9] In making its recommendations, the Committee was guided by two considerations. First, the organizational pattern should enhance the credibility, prestige, and reputation of the program and its degree. And second, the pattern should encourage to the fullest extent continued innovation in accommodating non-traditional New Market students. In light of these two considerations, the Committee narrowed its focus to three appropriate options, locating the NMU in Central Administration, in Extension, or in the University of Wisconsin-Milwaukee. (See Appendix G for fuller descriptions.)

The Committee voted to recommend that Central Administration, specifically the office of the Vice President for Academic Affairs of the UW System, be the coordinating locus of the University's New Market response. This would involve creating a college without a campus with administrative headquarters somewhere within the city or county of Milwaukee. The NMU would offer a Bachelor's Degree in General Urban Studies, granted directly by the Board of Regents. The programs in this Unit would be designed in accord with the principles outlined in this report. Degrees would be granted on a non-residential basis. This Unit would develop its own unique criteria for instructional faculty, related academic components, and personnel policies, consistent with the policies set down by the Board of Regents.

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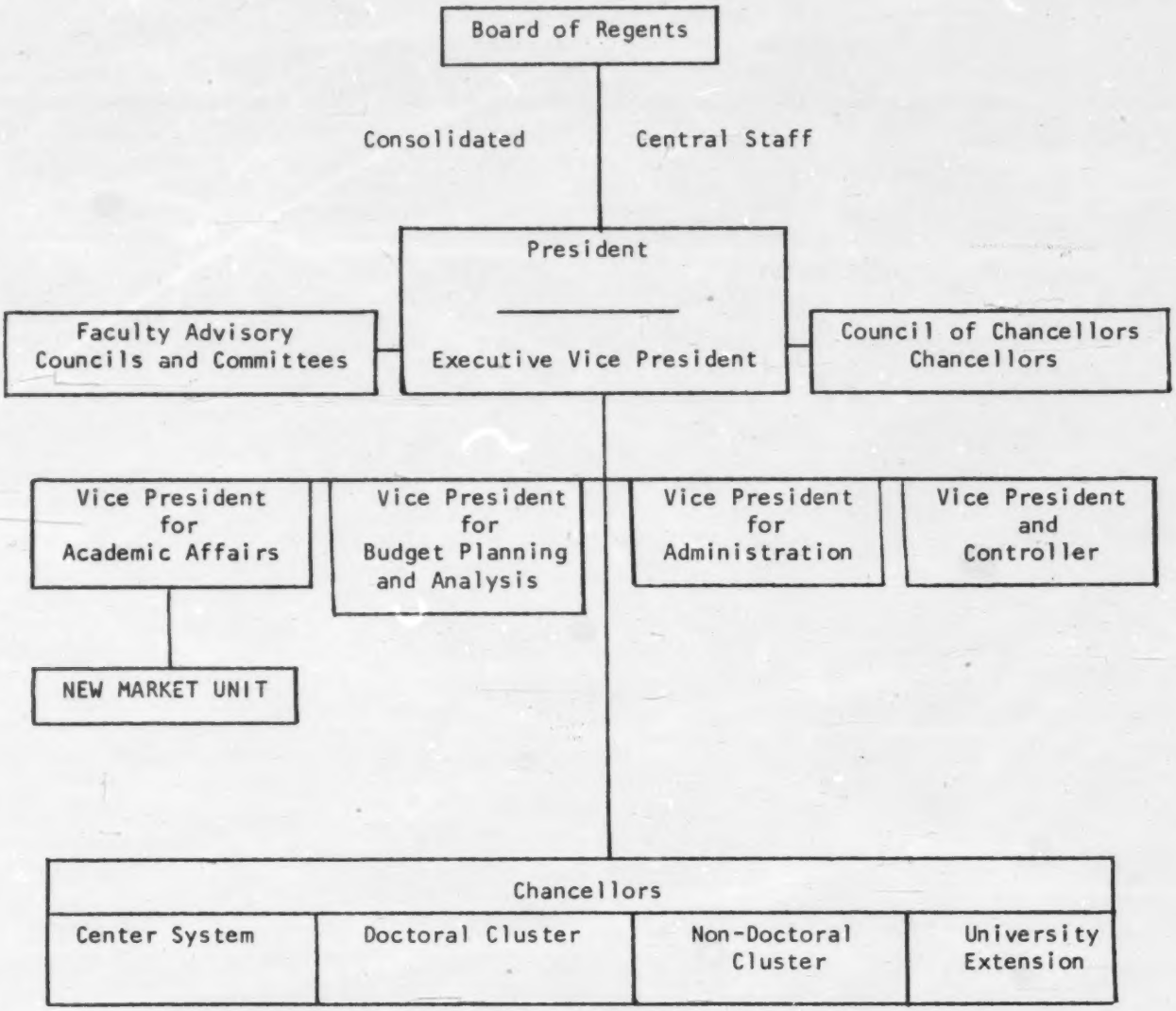
[9] Appendix F.

This New Market Unit would report directly to the Vice President for Academic Affairs of the UW System, as a new unit within Central Administration. It would be able to draw upon current educational and public service programs operated by nearby UW units, namely UWM, UW Extension, UW Center (Waukesha County) and UW Center (Washington County), as well as other public and private colleges and universities in the SMSA area.

The NMU within Central Administration would rely upon a Consortium of SMSA post-secondary institutions, both public and private, which would form an integral component of the total New Market response. The NMU would be responsible for setting up the Consortium, and would serve as a linkage between students and Consortium institutions. This linkage would take two forms. First, the NMU would locate and refer individuals whose educational needs could best be met in one or another of the Consortium institutions. This role is consistent with the Committee's concern that competition and duplication of programs should be avoided. This linkage will include a strong follow-up component, so that the NMU will take some responsibility for seeing to it that students in fact do become involved in appropriate programs. Second, the NMU would enroll its own students, those for whom existing institutions offer no suitable comprehensive programs; however, it would link these students up with appropriate educational experiences in Consortium institutions, where available. There would thus be no need for Consortium institutions to modify their admission or degree requirements, or their programs; they would serve New Market students only where their existing programs can legitimately accommodate them. Where there is an unmet need, the NMU will enroll the students and design an appropriate program.

Organizationally, the following chart shows the proposed relationship:

UNIVERSITY OF WISCONSIN SYSTEM



The Committee recommends that the NMU remain located under Central Administration for a three-year period; after this time a thorough review would determine the final location of the NMU within the UW System. This procedure would get the NMU operational quickly, without prematurely determining the permanent locus of the Unit. That decision is related to other System-wide University decisions, such as the future direction for Extension. Moreover, it will be far clearer after three years' experience what the best location for the NMU would be.

PROPOSED IMPLEMENTATION

The Committee recommends that the President propose Option One (Central Administration/NMU/Consortium) to the Board of Regents for review and approval. Moreover, the biennial budget request should be altered accordingly. With support from the Legislature, the New Market Unit could be established during the next biennium. An administrator for the Unit could be appointed on or about July 1, 1973. A small staff could be assembled by September and the first students admitted for participation in the program on or before January 1, 1974. It is important that the development and initiation of the program be done in cooperation with small numbers of New Market students, so that they will be able to participate in planning decisions from the start, rather than allowing NMU staff to plan for the students. Information and procedures from similar programs in other states already serving students like Milwaukee's New Market students can be effectively utilized, so that the State and the University can respond swiftly to those people for whom an appropriate response is long overdue.

Prospective students interested in enrolling in the New Market Unit would be advised, once the concept is approved and the New Market Unit becomes a reality in 1973, to continue in their self-directed learning activities, which will be validated by the staff when the program becomes operational in January, 1974.

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Appendix A

Program Directions for the University of Wisconsin in the Milwaukee Metropolitan Area

CENTRAL ADMINISTRATION FOR
THE UNIVERSITY OF WISCONSIN

at Madison, Milwaukee, Green Bay, and Parkside, the Center System and University Extension

VICE PRESIDENT

1782 VAN HISE HALL
MADISON, WISCONSIN 53706

PROGRAM DIRECTIONS FOR THE UNIVERSITY OF WISCONSIN IN THE MILWAUKEE METROPOLITAN AREA

Prepared in connection with the development of the long-range physical plan for the University of Wisconsin - Milwaukee

January 7, 1972

PROGRAM DIRECTIONS FOR THE UNIVERSITY OF WISCONSIN IN THE MILWAUKEE METROPOLITAN AREA

I. Introduction

The Houston planning firm of Caudill Rowlett Scott is under contract with the Department of Administration to prepare a long-range development plan for the University of Wisconsin-Milwaukee. After developing preliminary assessments of the long-range development implications for the UWM campus and the principal factors affecting that development, a more intensive review of the UWM program was undertaken.

As a consequence of that program assessment it was recognized that a more thorough understanding was needed of the higher education needs of the total Milwaukee metropolitan area, as well as the more limited sphere of the Kenwood Campus itself. In order to make this assessment CRS engaged a subsidiary firm to conduct an educational market study in the Milwaukee Standard Metropolitan Statistical Area (including Milwaukee, Waukesha, Washington and Ozaukee Counties). That study took into account such factors as the number of high school graduates in the SMSA, the proportion of those who would attend colleges and universities located within the SMSA, the proportion who leave the area for post-high school education and the enrollment of upper classmen and graduate students at SMSA schools and colleges. The behavior of these groups since 1960 was considered and projected to 1980. The study showed that the number of new high school graduates from the SMSA will continue to increase each year until 1980. Within that pattern Waukesha, Washington and Ozaukee Counties will continue to grow at a faster rate than Milwaukee County.

Although SMSA institutions are drawing a decreasing fraction of the new freshmen originating in the SMSA, educational behaviors are related to county of residence and in 1980 existing SMSA units of the University of Wisconsin still will have to accommodate 35% of all SMSA new freshmen (approximately 4,600 new freshmen per year). If no other factors change drastically these findings forecast a 1980 enrollment of 34,400 students for SMSA University of Wisconsin campuses -- 30,500 at UWM and 3,900 at the Waukesha and West Bend Centers.

II. Enrollment Patterns

These conclusions are based on an analysis of existing trends and some assumptions about patterns of enrollment at SMSA and other institutions. The more pertinent ones are as follows:

A. Sure Market Demand

1. New high school graduates from the four-county Standard Metropolitan Statistical Area (SMSA) will increase from present 22,500/year to peak at about 28,800/year by 1979, for an increase of 6,300/year.

2. Total number of new freshmen (excluding vocational-technical and out-of-state bound) coming from the SMSA will increase from present 9,020/year to peak at 13,380/year by 1979, an increase of 4,360/year over 1970.

3. Thirty per cent of new freshmen coming from the SMSA left the SMSA in 1960 for their education. By 1967, the outbound new freshmen increased to 50% and is now at 51%. UWM's share of the new freshmen market--or the proportion it retains--has also decreased from 41% in 1960 to 29% in 1970.

4. Present trends indicate that the UWM share of the SMSA new freshmen market will drop to 25%. If this trend prevails, headcount enrollment would reach 30,500 by 1981. However, if UWM were to maintain its 29% share of the SMSA new freshmen market, its projected headcount enrollment would reach 34,200 by 1981. If, on the other hand, 35% of the SMSA new freshmen market were enrolled by UWM, total headcount enrollment would near 40,000.

5. The UW enrollment projections assume that other educational institutions will continue their present trends:

   -- Private colleges in the SMSA have been enrolling almost 1,200 SMSA new freshmen/year since 1960. The projections assume that these private colleges will remain independent of the increasing market and continue to account for 1,200 SMSA new freshmen per year.

   -- The projections assume that UW-Madison will continue to take 11% of the market, peaking at 1,472 SMSA new freshmen in 1979.

   -- The projections assume that the WSU system will continue increasing its share of the market to over 39% by 1979, for a peak enrollment of 5,240 new freshmen/year from the SMSA.

   -- Non-SMSA Wisconsin private colleges, UW campuses at Green Bay and Parkside, and UW Centers (other than Waukesha and West Bend) account for the remaining 5 1/2% or 483 new freshmen in 1970. The projections assume that their percentage will remain constant and the number will increase to 735/year by 1979.

6. If the above assumptions continue to hold true, then UWM should have a peak headcount enrollment of about 30, 500 in 1980 (or an FTE of 23, 000). Undergraduates will account for about 23, 500 of this total, special students for 770, and graduate students for 6, 210. UW Waukesha and Washington Centers would have total headcount enrollments of 2, 641 and 1, 267 respectively by 1981.

The implications of these findings for the University are dramatic. They show that the number of students projected clearly exceeds any previous projections made for the University campuses in the SMSA for the next 10 years. It is significant to note, moreover, that the consultant states that the assumptions used are basically on the conservative side. Thus, the numbers of students could rise substantially above these estimates if the assumptions prove to be too conservative. Furthermore, it is clear that unique factors existing in the urban area will continue to expand these numbers beyond the 1980 horizon used in the study.

Nevertheless, depending on whether the percentage of new freshmen from within the SMSA who are attracted to UWM continues or declines (the most important single factor which determines UWM enrollment growth), its headcount enrollment by 1980 will range from 30, 000 to 35, 000. For several reasons, this paper will assume the lower of those levels for long-range planning purposes. In addition to the physical limitations of the Kenwood Campus, one of the principal reasons is the assumption that growing numbers of students from the SMSA will be drawn to other, relatively nearby, public institutions. The most obvious example is Parkside, which is not only close to the metropolitan area, but which is a new institution developing a mission related to the modern industrial society of which Milwaukee is a part.

B. New Market Projection

In addition to this projected expansion in the numbers of students who will seek public higher education opportunities in the SMSA, the consultants identified a potential "new market" of prospective students. This "new market" is made up of minority group persons, working people seeking retraining opportunities, students who can only attend late-hour courses, housewives and others with special higher education requirements whose needs are not now adequately being met, primarily because present selectivity standards limit student admissions. Assuming that UWM will continue to attract students from the SMSA as described in the preceding section, it was estimated that there is a potential demand between 5, 000-10, 000 stuch students in addition to the present "sure market" student group now attending UWM and the two nearby Centers. While the University of Wisconsin has attempted to respond to this group, the dimensions of this potential demand appear to be substantially larger than has heretofore been assumed. The study concludes that this "new market" group of students will require a new kind of higher education opportunity.

Thus the challenge to the University is obvious. It not only must find means to accommodate the increased numbers of persons who will seek the kinds of educational opportunities now offered by UWM and the two University Centers in the SMSA; it must, in addition, establish new higher educational opportunities of greater attraction to the so-called "new market" students who presently are in the SMSA.

III. The Basic Questions

The question then is what the best means are to accommodate the expanded level of potential "sure market" enrollment growth and, in addition, to make new kinds of opportunities available to "new market" students in the area. In making this assessment, several things must be considered:

1. It is clear that the unique educational demand in the metropolitan area, characterized primarily by the very high percentage of commuting students, must be met within the metropolitan area if the needs of these urban students are to be served adequately. To state this conversely, it is apparent that even with the added number of students from the SMSA leaving to attend college elsewhere, there still remains an expanding number of potential students who can only take advantage of higher educational opportunities if they are offered in close proximity to their places of residence and employment.

2. The number of "sure market" students expected in 1980 (30,000) is about equivalent to the maximum enrollment potential of the UWM Kenwood Campus in terms of its physical size and facilities capability. The enrollment maximum is based upon the CRS analysis and assumptions which are set forth on page 6 of this report.

3. While it is true that substantial economic benefits accrue to a community with a university campus, the University wishes to minimize any direct revenue loss by limiting the amounts of land and property to be purchased for UWM expansion.

4. To accommodate more than 30,000 students at the Kenwood Campus would place severe burdens on the campus itself, on the surrounding community in terms of transportation and parking, and on the students forced into even more crowded conditions on the campus. Furthermore, the Kenwood Campus is not ideally located to meet the needs of the students who make up the "new market" potential.

5. The Kenwood Campus is not physically large enough nor is its mission oriented to meet the special needs of the students identified by the consultants as the "new market."

IV. The UWM Role in Meeting the Educational Needs in the SMSA

CRS has indicated that before it can proceed further with long-range development planning, certain basic directions must be given which will affect both the Kenwood Campus and its impact in the Milwaukee area. These directions deal with the University's broad responsibilities, with the program context of UWM's academic mission, with the organization of that program, with its dispersion over time and physical location and with the principal subsidiary factors, such as transportation and parking policies, which so directly affect the development of this institution.

In responding to this request the University Administration has appraised the success of UWM thus far in responding to the basic dimensions of its mission. In addition the University Administration has compared the development of UWM with the pattern of experience and success of other major universities in urban areas.

Before considering alternative ways of responding to these needs, it is well to look into the present mission of UWM and to make some assessment of its existing role. This institution emerged from a Normal School and State Teachers College in its early history and has begun quite recently to develop the character of an urban university responding to the unique needs of modern society. In 1969 the present mission of UWM was approved by CCHE. The mission in essence declares that UWM is to become Wisconsin's major urban university. The statement of mission is summarized in the CCHE "Academic Plan for Wisconsin's Public Universities 1970-1980" as follows:

> The mission of the University of Wisconsin-Milwaukee, in achieving major urban university status, is attuned to the instructional, research and public service requirements of a large urban community and involves facing the challenges of population growth and concentration, societal development and conflict, urban contemporary culture, lake and surface technology and research, and the need for genuine relevance and attention to urban problems in general. To achieve this mission, major emphasis will be given to the instructional program at the undergraduate and master's levels, including liberal arts and professional instruction responsive to the needs of an urban community and undergraduate instruction for commuting part-time students. Post-master's programs will continue to develop at the rate of one program per year in prescribed "areas of excellence" within 20 to 25 doctoral programs in basic disciplines and professional areas. Complementary research programs will round out the mission thrust.

This present mission together with the UWM pattern of historical development has been kept carefully in mind in seeking alternative responses to the newly perceived higher education demand.

In our assessment of UWM's program we are encouraged by the degree of success already achieved in responding to their relationships to the economic, social and intellectual needs of the Milwaukee metropolitan area. UWM has become known for its high quality academic standards and has developed beneficial relationships with groups in the Milwaukee area. It is already beginning to develop a substantial reputation in the fields where peaks of excellence are to be achieved. Its special urban-oriented professional and graduate programs are producing high caliber people with advanced degrees particularly suited to meeting the needs of an urban society.

Thus it is our assessment that UWM has indeed achieved substantial success in its mission of relating to the urban area and of developing unique peaks of excellence. Moreover, we believe that UWM may in the future need to establish new programs related to its urban mission, particularly in professional fields now experiencing serious manpower shortages.

How then is this to be evaluated in light of the new educational demand portrayed in the SMSA market study, both in terms of the added numbers of "sure market" students and in relation to the needs of the "new market" clientele?

In considering the University Administration's response to these needs, several major factors must be considered. First, the CRS analysis concludes that the physical limitations of the Kenwood Campus will limit its potential development to a maximum of about 30,000 students. This limitation assumes that present street capacities and conditions around the Kenwood Campus would remain about as they are. It also assumes that course scheduling will achieve much more leveling of the campus student population over the academic day and throughout the week. This means that UWM can accommodate the growth anticipated through 1980 of the so-called "sure market" students (up to 30,000) by continuing to provide the kinds of programs it has been developing in recent years. The 30,000 enrollment limit also assumes that UWM will pursue the direction recommended by CRS for meeting the transportation and parking needs. After examining a number of alternatives involving structured parking, surface parking, and shuttle bus operation, CRS has recommended the development of remote parking with shuttle bus as the best alternative for UWM. In making this recommendation CRS commented:

1. That UWM as an urban university should be a leader in solving transportation problems in the metropolitan area in methods other than proliferation of traditional concepts.

2. That limited land availability, high land costs, lack of adjacent or on-campus housing, and the mobile nature of the student body make it unrealistic to assume that the movement and storage solutions can be completely amortized by the student users.

In addition to this growth in present "sure market" enrollment levels, the consultant has identified a "new market" student demand of between 5,000 and 10,000 students. The Kenwood Campus, because of its physical limitations and in terms of present UWM program offerings, cannot accommodate this need. Consequently, some new educational program offerings need to be established to meet this demand.

In the light of these fundamental conclusions, we must then consider how best to maintain and enhance the high quality educational programs offered at the Kenwood Campus. Further extension of the academic program to reach the so-called "new market" students might very well dilute the quality of the existing program. Conversely, if strong emphasis is placed on the preservation of the present program quality, it is conceivable that the potential for adding the breadth of programs and unique programs necessary to attract "new market" students could be hampered seriously.

Similarly, the University Administration has concluded that while some changes are likely to occur in the UWM academic organization, these will not be of a nature to affect its present physical development at the Kenwood Campus. We also believe that while there will be some change in methods of instruction, these too are not likely to be in sufficient degree to significantly affect the physical development of the campuses.

Thus it is the University Administration's assessment that UWM will continue to grow about the way it has in the past five years in terms of its academic program quality and scope (possibly adding a few new professional schools). Furthermore, we believe that such development is both logical and in keeping with the intended growth and mission of the UWM campus. Considering the constraints already described, we conclude that UWM should not seek to expand to meet the enrollment demands of the "new market" students projected in the SMSA. We conclude that the University should continue and enhance the present role of UWM <u>at the Kenwood Campus</u> in providing high quality undergraduate, graduate and professional programs to the urban area. Furthermore, it is concluded that the 25,000 student planning level previously set for the Kenwood Campus should be raised to about 30,000 students in the light of the market analysis of educational demand in the metropolitan area. This enrollment planning level according to the CRS analysis is realistic in terms of the physical capacity of the Kenwood Campus.

V. <u>Alternative Ways of Meeting the "New Market" Needs</u>

While it is essential that UWM continue to grow as Wisconsin's high quality major urban campus, the University Administration believes it is equally as

crucial to undertake the development of unique and imaginative programs which will provide educational opportunities to the latent "new market" students present in such large numbers in this urban area. The so-called "new market" identified in the consultant's study is made up of significant numbers of potential students whose needs are not now served by existing services in the Milwaukee area. The consultants have identified these potential students as consisting of minority high school graduates, low-ranked high school graduates, increased numbers of older persons than now served, students who can only attend late-hour classes, and others with special higher education requirements whose needs are not now adequately met. While there are some special programs serving the minorities or culturally disadvantaged, the consultants found that the admissions requirements, selectivity, size and cost of attending higher educational institutions in the area now limit educational opportunities available within the metropolitan Milwaukee area. This conclusion is reinforced by the findings of the attitudinal survey done as a part of the market survey which found, among other things, that substantial numbers of students (particularly from the inner city) were declining to apply for admission at UWM because it was perceived by them as too high in quality to offer the potential for success.

Given the program direction and scope of services defined for UWM in this paper, it therefore becomes necessary to examine other ways of mounting programs for these "new market" students. The University Administration has briefly identified the following alternative ways of mounting such programs which it feels should be examined in depth through a separate study and development effort similar to the UWM-CRS effort.

1. Establishing a new community college type of Center System "campus" in the Milwaukee metropolitan area

2. Creating a variety of small teaching centers scattered throughout the metropolitan area

3. Assigning to Extension the role of providing programs needed by the added student demand

4. Expanding the Waukesha and West Bend Center programs as two-year satellites of UWM or expanding those centers into four-year campuses

5. Establishing a new independent four-year community college in the metropolitan area

VI. Conclusion

Based upon the program directions and scope of development defined in this paper for UWM and the examination and definitions of the consultants of the

"new market," it is recommended that the following steps be taken:

1. That CRS be directed to complete the physical development plan for the Kenwood Campus based on the program parameters outlined in this paper. According to the consultant, this portion of the plan can be completed within a period of four months from the time the basic program directions are established. (Some further amplification of program details may be needed from the UWM Campus during this phase of the study.)

2. That the President appoint a University committee to study the program, organizational, financial and physical implications and develop a proposed program for meeting the "new market" demands identified by the consultants in their study of the Milwaukee area. Since there is not an adequate response being made to these needs now, it is important that the study be undertaken promptly so that assurances can be given that these needs are recognized and will be considered. Appropriate community involvement should be provided for in the study.

Appendix B

Charge To: President's Committee on New Students

in the Metropolitan Milwaukee Area

OFFICE OF THE PRESIDENT

1700 Van Hise Hall
Madison, Wisconsin 53706

March 15, 1972

Charge To: President's Committee on New Students in the Metropolitan Milwaukee Area

A group of from 5,000 to 10,000 potential students within the greater Milwaukee area, whose educational needs are not currently being met, was identified in a recent consultant's report (CRS) prepared in connection with developing a long-range physical plan for the University of Wisconsin-Milwaukee. The consultant's report included in this "new market" of students, adults whose responsibilities make it difficult for them to participate in a regular program, and minority students and others with unique educational needs. There is some real question whether the needs of these students can effectively be met by programs currently offered by institutions of higher education in the area, or, indeed, whether the goals of these institutions are compatible with the development of programs for these unserved students.

In the University's report to the Board of Regents on January 7, I indicated that I would appoint a presidential study committee, with the initial assignment of defining more specifically the new student market and the determination of the University of Wisconsin's role, if any, in providing educational opportunities for this potential group of students. I am including on this committee a broadly representative group from the University System who will be able to study the question and make recommendations concerning the University's possible role. Later, it may become necessary as the "new market" is better defined to expand the committee to involve the participation of representatives both from the constituencies to be served and from other public and private metropolitan post-secondary institutions.

Specifically, I am asking this committee to:

1. Further define and delimit the scope of the potential "market." Through a series of formal and informal meetings with all identifiable groups of students who should be served, the committee would identify the educational needs of these groups, taking into account the students' past experiences, cultural backgrounds, and aspirations.

2. Determine, in cooperation with existing post-secondary educational institutions or systems, their ability or inability to serve this "new market," taking into account the locations, resources, and goals of those institutions in the area.

3. Design a comprehensive educational plan which is responsive to need, including consideration of both programs and institutional structures.

4. Recommend a plan for implementation which includes an organizational pattern, facilities needed, physical locations, projected costs (faculty, staff, supplies and expenses, capital costs), anticipated enrollments, and general qualifications for staff to carry out proposed programs.

In conducting its study and making its recommendations, the Committee should consult extensively with the communities and groups likely to be involved. The committee's work should also include discussions with public and private institutions of higher education serving the metropolitan area. The recommended response should be as comprehensive as possible, with the flexibility required to meet students' immediate educational needs, short-range terminal needs, and continuing education needs, as well as their desire for vocational, professional, and general degree programs. In order to achieve

this comprehensiveness, the design should not be constrained by programs, policies, or practices currently operational in area post-secondary institutions.

The committee's task is a vital one, which must be approached with both a great degree of sensitivity and understanding, and a commitment to providing educational opportunities for what may well be found to be a significant segment of the metropolitan Milwaukee area population. Furthermore, its task represents an opportunity to create what may become a prototype for meeting similar needs elsewhere in the state and nation.

The first priority for the committee should be to define and delimit the scope of the "new market." Its work should proceed repidly, so that a preliminary report of findings and recommendations can be presented before the end of the year.

Appendix C

I. Telephone Survey Conducted in the Summer 1972

II. Telephone Survey Conducted in the Fall 1972

Appendix C, Part I
NEW MARKET PHONE SURVEY
(July 1972)
Students 25 Years Old & Over

No. of Calls	Age	Education Occupation	Goals				Methods		Place				Time				Program Content				
			AA	BA	MA	Oth.	D b E	TV-Cass.	H	J	C	P n H	D	E	W	24HR	T	O	LA	L	S
11	21-25		2	7	1	2	3	4	2		2	2	6	6	4	1	5		5	1	3
10	26-30		1	6	1	3	6	6	4	1	5	1	5	3	2	2	4		6		
5	31-35		1	4			2	2	2		1	1		3			2		1		
7	36-40			5		2	5	4	3	2	3	4	2	6	4		5	1	2		1
8	41-45		1	6			4	4	5		4	2	1	5	5		2	1	3		2
6	46-50	See Page 2		3	1	1	2	2	3	1	2	1	2	5	2	1	3		3	2	
6	51-55			2		4	3	3	2		3	2	3	3	1		1	1	3	1	
1	56-60					1	1	1	1				1	1							
3	61-65			1		1		1			2		1								
1	66-70			1		1	1	1	1				1				1	1	1	1	1
1	71-75					1					1		1	1						1	
59*			5	35	3	16	27	28	23	4	23	13	23	33	18	4	23	4	24	6	7

Other: Retraining, better employment, increased mobility

D b E--Degree by examination
TV-Cass.--Television, Cassettes, Correspondence

H--Home
J--Job
C--Campus
PnH--Place near home

D--Daytime
E--Evening
W--Weekends
24HR--24 hour availability

T--Technical Skills
O--Organization of Skills
LA--Liberal Arts
L--Leisure
B--Business Skills

*Totals do not always add up to 59 because some persons indicated more than one choice of places, times and program content, while others expressed none.

NEW MARKET PHONE SURVEY
Students 25 & Over
Educational Background

Age	Less Than High School	High School	General Equivalency Degree	Associate of Arts	Working for Bachelor of Arts	Bachelor of Arts	Master of Arts	Other R.Ph., R.N., J.D.
21-25	2	5	1		1	1		
26-30	2		1	1	4	1	1	1
31-35		2		1	2			
36-40		2		1	2	1	1	
41-45	2	3			2			1
46-50		2			2	1		1
51-55	1	3			1			1
56-60	1							
61-65		1				1		
66-70		1						1
71-75	1							
59	9	19	2	3	14	5	2	5

Appendix C, Part II
Telephone Survey Fall 1972
Housewives

In order to develop a rough estimate of the potentia' housewife market, 200 telephone numbers were selected on a random basis from the Milwaukee Metropolitan Telephone Directory. Respondents were asked questions relating to the potential of UWM or other educational agencies to assist them in pursuing further education.

Of the 189 full or partially usable responses:

140 (74%) indicated that they possessed a high school diploma

48 (25%) indicated that they did not possess a high school diploma

Of the 48 who indicated that they did not possess a high school diploma:

14 (29%) indicated that they had attempted to finish their high school work after leaving high school

12 (25%) indicated that they were still interested in finishing their high school work

18 (38%) indicated that they would be interested in having assistance from UWM in completing their high school diploma

Of the 140 who indicated that they had received a high school diploma:

31 (22%) indicated that they had attended college

109 (78%) indicated that they had not attended college

Of the 109 who had not attended college:

49 (45%) indicated a desire to attend college

60 (55%) indicated that they had no desire to attend college

Of the 49 who indicated a desire to attend college:

5 (10%) indicated that they had applied at least once

5 (10%) indicated that, if they wanted to apply to UWM next semester, they would know what to do

43 (88%) indicated that, if they wanted to apply to UWM next semester, they would not know what to do

Of the 47 who responded to the question:
"If you were to enroll in a college or university, what kinds of courses would you want to take?"

32 (68%) indicated that they wanted courses which would upgrade their employability

36 (77%) indicated that they want courses related to developing leisure time activities

43 (91%) indicated that they wanted courses which would help them understand themselves and others better

(Note: To this question, respondents were permitted to select one or more answers.)

Of the 31 who indicated that they had attended college, there were 29 usable responses. Of these:

5 (17%) indicated that they were college graduates

24 (93%) indicated that they were not college graduates

Of the 24 who were not college graduates:

11 (46%) indicated that they had completed 1-30 hours

6 (25%) indicated that they had completed 31-60 hours

2 (8%) indicated that they had completed 61- 90 hours

4 (17%) indicated that they had completed 91-120 hours

1 (4%) indicated that she had completed over 120 hours

16 (67%) indicated that they had considered returning to finish a degree

Of the 24 who were not college graduates, if they did return to college they would want the following kinds of courses:

22 (92%) would want courses to upgrade their employability

1 (4%) would want courses to develop leisure time activity

1 (4%) would want courses to aid her in increasing her understanding of self and others

(Note: To this question respondents were required to choose only one answer.)

Of the five who had degrees:

3 indicated that they had been enrolled, at one time or another, at UWM

2 indicated that they had considered studying for an advanced degree

Conclusions:

Given the limitations inherent in a small sample telephone survey of this type, one can draw some tentative conclusions.

Of the sample (N=189), one-fourth did not possess a high school diploma. Of these, one-fourth or more would be interested in finishing if they had assistance. (Thirty-eight /38%/ percent specifically indicated they would be interested in help from UWM.)

Of the 140 who had completed high school, over three-fourths of these (78%) indicated that they had not attended college; although, nearly one-half (45%) indicated a desire to do so. Of these only ten percent related that they would know what to do if they decided to apply to UWM. Also, within this group, the majority (91%) desired courses related to the development of leisure time pursuits, and finally, courses related to higher level of employability.

Of the 29 usable responses from those who had attended college, 93% were college dropouts (i.e., at the time of the survey they had not completed college, and were not currently enrolled in college). Sixty-seven percent (67%) of these indicated some interest in returning to college, and the majority of this group wanted courses which would enhance their employability.

Recommendations:

This is, admittedly, a limited survey. However, the evidence is compelling that there is a vast new market among housewives in the Milwaukee area; and this new market includes high school dropouts, high school graduates who have never attended college but who are interested, and college dropouts.

It seems equally apparent that UWM, and for that matter, other agencies of higher education, have not effectively communicated with these potential enrollees. It seems likely that many would enroll if they understood both the potential of UWM to serve them and the procedure to complete enrollment efficiently.

Appendix D

Mail Survey Conducted in July and August 1972

Appendix D
Mail Survey Conducted in July and August 1972

Results of a survey of 700 UWM students, 25 years old and over, conducted in July and August 1972.

(Percentages given in parentheses.)

4 What school or college are (were) you enrolled in:

1	113	Letters & Science (30.1)	6	11	Library Science (2.9)
2	120	Education (32.0)	7	32	Social Welfare (8.5)
3	47	Business Admin. (12.5)	8	9	Fine Arts (2.4)
4	2	Architecture (0.5)	9	25	Engineering (6.7)
5	13	Nursing (3.5)			

5 Are (were) you enrolled: 152 (1) full time (40.5) 220 (2) part time (58.7)

6-7-8 How many credits have you accrued: Mean 58.547 Std. Deviation 51.923

9-10 How old are you: Mean 33.524 Std. Deviation 8.8630

11 Are you 258 (1) married (68.8) 88 (2) single (23.5) 28 (3) divorced (7.5) 1 widowed (0.3)

12 What is your ethnic background:

1	23	Black (6.1)	4	2	Spanish American (0.5)
2	340	White (90.7)	5	5	Oriental American (1.3)
3	2	Indian American (0.5)			

13 Are (were) you: 183 (1) undergraduate (48.8) 188 (2) graduate (50.1)

14 Is (was) your financial situation a major hindrance in your pursuit of higher educational study:

146 (1) yes (38.9) 223 (2) no (59.5)

Would you prefer taking classes at:

15 61 place of employment (16.3)
16 2 storefront (0.5)
17 54 via TV in your home (14.4)
18 41 other location in your neighborhood, especially (10.9)
19 291 university (77.6)

Would you prefer taking classes in the:

20 156 daytime (41.6) 21 217 evening (57.9) 22 35 weekend (9.3)
23 63 at your discretion via TV, cassette tapes, correspondence (16.8)

24 Would you prefer receiving a degree simply by taking a comprehensive examination rather than by taking a certain number of predetermined courses:

135 yes (36.0) 1 226 no (60.3) 2

25 Your sex is: 192 male (51.2) 1 182 female (48.5) 2

Where is (was) your permanent residence:

26 193 in Milwaukee City (51.5)
27 102 in Milwaukee County (27.2)
not Milwaukee City
28 73 Within 50 mi. of the city (19.5)
29 8 Within 100 mi. of the city (2.1)
30 5 Within 200 mi. of the city (1.3)

Where did you live while in school last year:

31 3 Dorm (0.8) 32 110 Private apartment (29.3)
33 30 Parent's home (8.0)
34 226 Own home if not living with parents (60.3) 35 7 Other (1.9)

36 In your own words, what educational needs do you now have which UWM or other institutions are not meeting?

Appendix E

Possible Consortium Members

Appendix E
Possible Consortium Members

Alverno College
3401 South 39th Street
Milwaukee, Wisconsin 53215

Cardinal Stritch College
6801 North Yates Road
Milwaukee, Wisconsin 53217

Carroll College
100 North East Avenue
Waukesha, Wisconsin 53186

Concordia College
3126 West Kilbourn Avenue
Milwaukee, Wisconsin 53208

Marquette University
615 North 11th Street
Milwaukee, Wisconsin 53233

Medical College of Wisconsin
561 North 15th Street
Milwaukee, Wisconsin 53233

Milwaukee Area Technical College
1015 North 6th Street
Milwaukee, Wisconsin 53203

Milwaukee School of Engineering
1025 North Milwaukee Street
Milwaukee, Wisconsin 53202

Mount Mary College
2900 North Menomonee River Parkway
Milwaukee, Wisconsin 53222

St. Francis de Sales College
3501 South Lake Drive
Milwaukee, Wisconsin 53207

St. Francis Seminary School
of Pastoral Ministry
3257 South Lake Drive
Milwaukee, Wisconsin 53207

University of Wisconsin Center
Waukesha County
Waukesha, Wisconsin 53186

University of Wisconsin Center
Washington County
West Bend, Wisconsin 53095

University of Wisconsin Extension
600 West Kilbourn Avenue
Milwaukee, Wisconsin 53203

University of Wisconsin-Milwaukee
Milwaukee, Wisconsin 53201

Appendix F

Organizational Options for Serving New Market Students

Appendix F
Organizational Options
for
Serving New Market Students

1. University Extension with Degree Granting Power

   This option places the responsibility for the development and delivery of programs for New Market students within the present division of University Extension. It would require that University Extension be granted the right to offer an undergraduate degree or degrees for these students.

2. UWM Services New Market

   The existing schools and colleges at UWM would add a program component which would deal explicitly with the educational needs of New Market students, as well as delivering some of the present programs to New Market students within a new framework. That is, UWM would not only recognize credit for prior educational life experiences throughout its present degree programs, but also develop new programs for these potential students. Present UWM undergraduate degrees would be reconceptualized to meet the needs of these students, and the concept of program completion would be redefined in terms of competencies.

3. Separate College within UWM

   A new college would be established at UWM. Its responsibility would be to develop programs and provide instruction to New Market students based upon the Committee's recommendations regarding types of programs and delivery of service. The baccalaureate degree could be a UWM baccalaureate, or this college could perhaps offer a Regents' degree.

4. College Without a Campus

   The UW system would establish a separate college in Milwaukee which would not be a separate institution. This college would grant a Regents' degree at the baccalaureate level and would be responsible for program development. In addition, it would develop its own criteria regarding faculty, departmental organization, rules and regulations regarding promotion and tenure, and the like. The college would be responsible for its own instructional and academic-related components, including admissions, counseling and financial aids. Other services, for example budget and purchasing would be provided through the existing UW system, such as UWM or Extension, or alternatively, the college could utilize accounting procedures and other services of Central Administration in Madison. This option implies that there would be a minimal need for physical facilities identified exclusively with the college, and it would be administratively responsible to the President of the UW System.

5. New UW System Unit

This option establishes a new baccalaureate degree granting institution in the metropolitan Milwaukee area as a separate Unit within the UW System. It would be primarily an upper-divisional institution, offering most instruction at the junior and senior levels, that is many adult students would qualify at the upper-divisional level after receiving credit for prior educational life experiences, or after transferring credit from other post-secondary institutions. This institution would, however, offer a four-year program. Another option would be that the separate institution offer upper-divisional work only. (This would constitute the fourteenth degree granting Unit of the UW System.)

6. Consortium

A consortium of public and private post-secondary Milwaukee area institutions could be formed for the purpose of serving New Market students. Some institutions could expand enrollment in present programs, some would extensively modify degree requirements to include extensive field experiences and credit for prior educational life experiences, and some could add the necessary undergraduate degree majors to accommodate the unmet needs of New Market students.

7. Consortium and Extension

This option essentially combines options one and six, and gives Extension the responsibility for convening, organizing, and orchestrating the coordinated responses of the consortium to the New Market students. Extension would need degree granting authority to complement existing degree options.

Appendix G

Alternative Options

Appendix G
Alternative Options

The Committee considered seriously two options in addition to the one finally recommended.

Extension/New Market Unit/Consortium

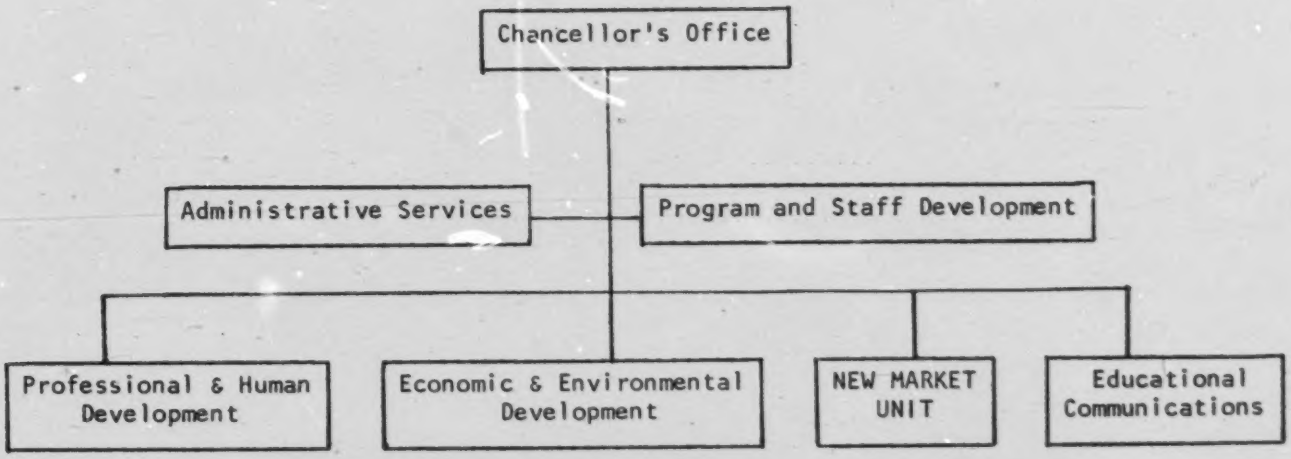
One option was for Extension to be the coordinating locus of the University's New Market response. This would involve creating a college without a campus, with administrative headquarters in the Downtown Center at 600 West Kilbourn Avenue. The NMU would offer a Bachelor's Degree in General Urban Studies, granted directly by the Board of Regents. The programs in this NMU would be designed in accord with the principles outlined in this report. Degrees would be granted on a non-residential basis. This NMU would develop its own unique criteria for instructional faculty, related academic components, and personnel policies, consistent with the policies set down by the Board of Regents.

The only significant difference between this and the recommended option is that the NMU would report directly to the Chancellor of Extension, as a new division within Extension. It would be able to draw upon current educational and public service programs operated by other Extension divisions. This relationship between the NMU and Extension could be a model for a statewide program to apply the Wisconsin Idea to New Market students.

The NMU within Extension would rely upon a Consortium of SMSA post-secondary institutions, both public and private, which would form an integral component of the total New Market response. This Consortium would take exactly the same form as that described in the recommended option.

Organizationally, the following chart shows the proposed relationship:

UNIVERSITY OF WISCONSIN-EXTENSION



UWM/New Market Unit/Consortium

The second option was for the University of Wisconsin-Milwaukee to be the coordinating locus of the University's New Market response.[9] This would involve creating a college without a campus, with administrative headquarters on the UWM campus. The NMU would offer a Bachelor's Degree in General Urban Studies, which would probably require approval by the UWM faculty. The programs in this NMU would be designed in accord with the principles outlined in this report. Degrees would be granted on a non-residential basis. This NMU would develop its own criteria for instructional faculty, personnel policies and related academic components,

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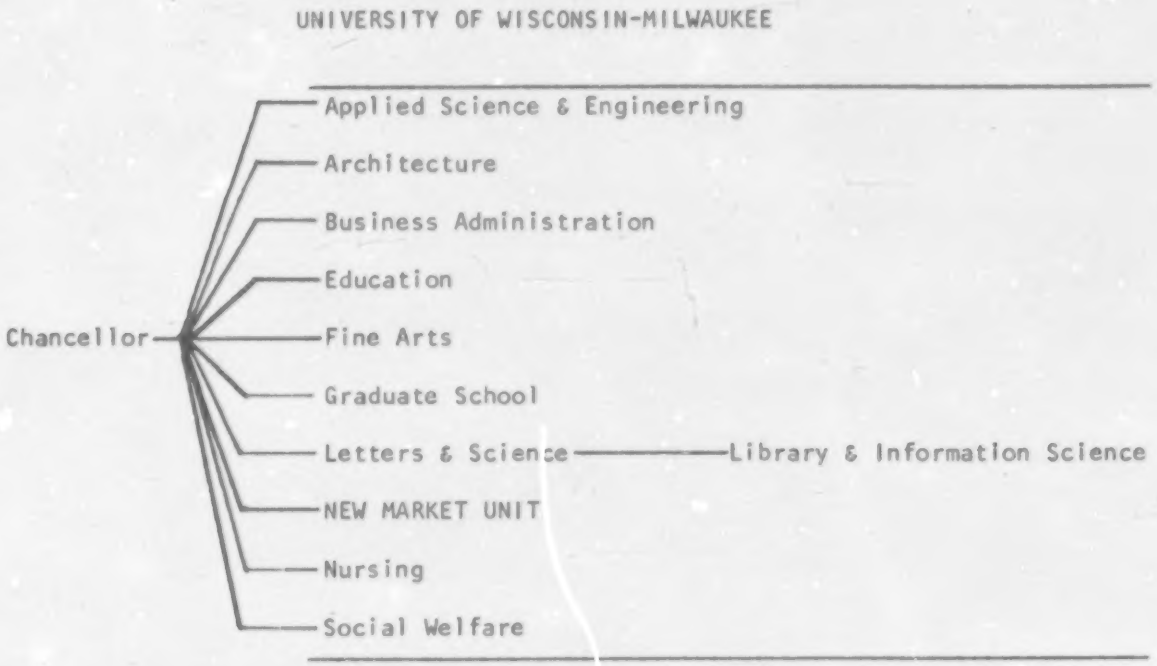
[9]See Appendix H for statement by UWM Vice Chancellor William L. Walters, "The New Challenge."

consistent with the policies set down by the Board of Regents. Consequently, UWM would be required to change its admission and graduation requirements as well as its rules and regulations related to faculty selection and promotion. Such changes appear to run counter to the intentions and policies expressed in the recent UWM administrative program directions paper. (See Appendix A.)

The NMU would report directly to the Chancellor of UWM, as a new college within UWM. It would be able to draw upon current educational and public service programs operated by other UWM colleges and nearby UW units, such as UW Extension, UW Center (Waukesha County) and UW Center (Washington County), as well as other public and private colleges and universities in the SMSA.

The NMU within UWM would rely upon the same Consortium of public and private post-secondary institutions described in the recommended option.

Organizationally, the following chart shows the proposed relationship:



Appendix H

"The New Challenge"
by
William L. Walters

Appendix H
THE NEW CHALLENGE

There is a growing awareness that there ought to be new, innovative ways for people to earn university degrees. The current style of higher education in Wisconsin has strong ties to the past. Bachelor's degrees are awarded for a certain number of credits earned in organized classroom and laboratory instruction. There are requirements that the last sixty credits or so of this work be earned at the institution that conveys the degree. Similar traditions exist for graduate work; often a Master's degree candidate is required to have an undergraduate degree in his field of graduate study and is required to spend a semester or so in full-time resident study to earn his degree.

Such requirements have their roots in the classical notion of a university as a community of scholars, generally located in a university-centered environment. Frequent and close personal contacts between students and between faculty and students contributed to a cultural enhancement and knowledge transfer which culminated in the awarding of a university degree. This is the image of the famous European universities. And it was copied successfully by many American universities.

Modern universities have grown beyond this concept, however. They have responded to the need for trained manpower by establishing special professional degree programs in fields such as architecture, engineering, nursing, and social work. More recently this trend has been extended to newer fields such as urban planning, community education and computer science.

Unfortunately, in expanding its role in this fashion higher education has retained, in fact reinforced, the structured concept of degree requirements.

The time has come for new thinking in this respect. Degree requirements should be better tailored to the background and goals of the students.

Recently there have been attempts to do so. Britain's Open University, begun as a national commitment, is one example. In this country the State University of New York has established Empire State College for the same purpose. The Minnesota Metropolitan State College Center in St. Paul has a similar mission. California is experimenting with another approach. In each case the instruction being offered is not centered on a physical facility. These programs truly represent colleges without walls, established for giving degrees -- "external degrees" -- that can be earned outside the traditional pattern of classroom attendance.

Conditions are right for embarking on such an experiment in Milwaukee. There are thousands of people who could take advantage of such a program. These people might be categorized as follows:

(1) Persons who have had sub-baccalaureate training, are now practicing in their professions, and wish to earn a Bachelor's degree, the next threshold in their chosen fields (the ladder career concept). Examples are Registered Nurses and computer technologists.

(2) Persons who earned degrees many years ago, have had their careers interrupted, and now wish to either up-date their existing degrees or earn a second degree. A woman with a degree in education or social work who has finished raising a family and now wishes to resume her career is an example of this type.

(3) Persons with life experiences that justify credit toward a degree. Examples might be a teacher's aide with experience relevant to

a degree in education, or the bi-lingual person whose command of a second language would count toward a degree.

(4) Persons with college credits accumulated at one or more universities, but for economic or personal reasons, could not carry their previous work to completion before taking a job or starting a family. An example might be a returning veteran for whom conventional classroom work may no longer be a viable option after a six year hitch in the Navy.

No single description encompasses all the above groups of people. They come from all social strata, both sexes, many ethnic backgrounds, and a wide range of ages (though their common element tend to be that they are older, certainly more experienced, than the typical college age student). In the greater Milwaukee area these people were referred to as the "new market" for higher education in the educational market survey conducted for the physical planning study of UWM.

In the opinion of the consultants the needs of these people are not now being met by UWM. The public shares this concern to a large extent. Certainly many individuals in the above groups would say that UWM has not forcefully struck out in new directions to meet their needs. Why should this be? As an urban university doesn't UWM have an obligation to develop an outreach to serve these people?

Certainly the obligation is there, and UWM officials have repeatedly said so. But current policies mitigate against establishing outreach programs.

The UWM base budget for instruction is proportional to the amount of organized credit instruction it sponsors. That is, current enrollment funding methodology provides for an increased instructional budget if the amount of classroom instruction goes up, and a similar decrease when

classroom instruction decreases. There is no UWM budget for outreach.

The effect of this policy has been to reinforce the traditional approach to instruction, whereas what is needed to reach these "new market" clients is a more unconventional structure -- off-campus information and testing centers, advising, counseling, specially constructed courses, low student-faculty ratios, and scheduling of existing courses off-campus.

The UWM faculty and administration have been earnest in their attempts to reach the "new market". Results to date include the establishment and operation of the following programs --

-- The College-Level Examination Program (CLEP) recognizes that individuals acquire knowledge of academic subjects through travel, work experiences, independent reading and other non-classroom situations. Students may translate knowledge so gained into college credit by taking examinations in mathematics, humanities, social science, and natural science.

-- The Office of Continuing Education for Adults helps adults explore their potential for university work. It provides a counseling and referral service for adults seeking full or part time educational opportunities. It helps the individual begin his own assessment of how the university might help him achieve his personal goals, and whether or not he can succeed if he enrolls. The Office provides a wealth of information not otherwise available in one place to the adult student.

-- The Experimental Program in Higher Education (EPHE) offers admission, academic advising, tutorial assistance, and educational

skill development classes to individuals who are not normally admissible to the University. The Program serves hundres of students and because of its record of success EPHE has attracted national attention.

-- The Spanish Speaking Outreach Institute (SSOI) is designed to offer higher educational opportunity to the Spanish-speaking community in the City of Milwaukee. It provides assistance with admission, financial aid, tutorial assistance as well as instruction. Ten courses in fields such as education, sociology, Spanish, urban affairs, and English-as-a-second-language are being offered at SSOI, which is located at 805 South 5th Street.

-- Other off-campus courses are being programmed to an increasing extent. For example, next semester courses will be offered at such places as the Building Trades Union Hall, St. John's Home, and the Southwest Area YWCA. Topics include Economic Choices for the 1970's, German Civilization, and Women in Literature.

These are representative efforts. In addition, of course, the departments at UWM do their best to tailor their offerings to the needs of an urban population. Various UWM performance indicators show the result. Over 6700 students are age 25 or older; nearly 1700 are age 35 or older.

The establishment of these programs demonstrates a commitment of the UWM faculty and administration. They have been funded as high priority efforts of the University after having competed with the many other demands that accompany the rapid UWM enrollment growth. There have been no special influxes of outreach funds.

The success of these programs proved two things: (1) Milwaukee-area clients are ready to use UWM services when they can be offered. (2) UWM has the staff competence to carry out such programs.

Nevertheless, the public image of UWM in satisfying the "new market" is not good. This is a result of the present skewed relationship between the mission of an urban university and the absence of public service funding. UWM has addressed its 1973-75 budget request forthrightly to this dichotomy. It has asked that a portion of the existing University budget for extension activities in the Milwaukee area be reassigned to UWM.

UWM further proposes that the needs of the "new market" be met by assigning to UWM a major portion of the responsibility for revitalizing the Wisconsin Idea.

The Wisconsin Idea has its roots in the conviction that it is a legitimate function of the University to carry its knowledge to the state. This principle was articulated by Charles R. Van Hise in 1905 and was first effectively demonstrated in the field of agriculture, a relationship that attracted world wide attention and is still talked about to this day. Today this knowledge transfer has broadened to encompass nearly all disciplines. Specific activities range from credit course instruction to demonstrating field uses for recent advances in research. There is no reason why the Wisconsin Idea should not also apply to those "new market" students who desire a University degree.

The college without walls should be started in Milwaukee under the aegis of UWM because:

(1) Such a decision is totally consistent with the existing UWM mission. That is, it would entail no extension or broadening of the mission

of UWM or any unit of the University system.

(2) UWM is located in the main population center of the state. Experiences gained in a dense population situation in Milwaukee would provide valuable experience prerequisite to expanding the concept elsewhere in the state.

(3) At UWM there already exist the basic supporting services for extended academic work. Inordinate investments would not be necessary to assemble resources such as the library, computer, and instructional media.

(4) UWM already has a working relationship with the Milwaukee Area Technical College. It is likely that the needs of "new market" students could not and should not be totally met by UWM. Some of their requirements mesh more closely with the role of MATC. UWM and MATC already have experience in working with each other and this is a good foundation for further collaboration in meeting the needs of the "new market".

(5) UWM is an accredited institution already empowered to give degrees. It now offers a wide range of degree programs, though it is likely that new majors and organizational changes would be required to satisfy the requirements of the "new market" students. Starting the college without walls from an accredited institution would help eliminate the stigma that might potentially be associated with a non-traditional degree.

These conditions do not exist elsewhere in Wisconsin.

UWM is nearing the 10th anniversary of its goal to develop into a major urban university. Thus, there is intrinsic merit in challenging this University to serve the "new market".